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2024

Human Resources Data in

ISORA
survey

A Guide for IOTA Member Tax Administrations

IOTA
Intra-European Organisation
of Tax Administrations

OECD
BETTER POLICIES FOR BETTER LIVES

Table of Contents

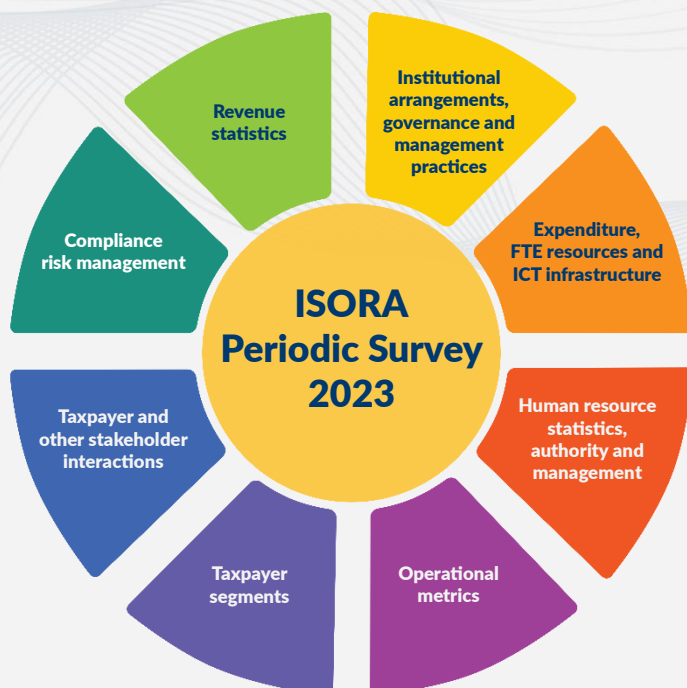# I. Introduction to ISORA

What is ISORA?

ISORA stands for International Survey on Revenue Administration. It is the result of collaboration between Inter-American Center of Tax Administrations (CIAT), International Monetary Fund (IMF), Intra-European Organisation of Tax Administrations (IOTA), and Organisation for Economic Cooperation and Development (OECD) to collect data regarding tax administrations. ISORA data portal includes tax administration data for 2014 – 2022 fiscal years for up to 165 jurisdictions

Why was ISORA created?

> It facilitates data collection
> It ensures worldwide comparability
> It simplifies reporting for tax administrations with overlapping membership
> It provides access to a large set of quantitative and qualitative tax administration data

How can your tax administration use ISORA?

> Measure, compare and benchmark your performance
> Improve your organisational and administrative processes
> Find appropriate solutions for underperformance in particular areas
> Identify trends
> Find areas of cooperation with other tax administrations
> Prepare for international missions and visits

ISORA Periodic Survey 2023

- Revenue statistics
- Institutional arrangements, governance and management practices
- Expenditure, FTE resources and ICT infrastructure
- Human resource statistics, authority and management
- Operational metrics
- Taxpayer segments
- Taxpayer and other stakeholder interactions
- Compliance risk management

II. IOTA members overview: Staff numbers, institutional arrangements

Number of staff in IOTA member tax administrations

The total number of staff employed by IOTA member tax administrations was around 652,000 by the end of fiscal year 2022. In 2018, the number of staff in the same jurisdictions was over 670,000. Overall, 58% of IOTA members reported a gradual decrease in the number of staff over the 5-year period.
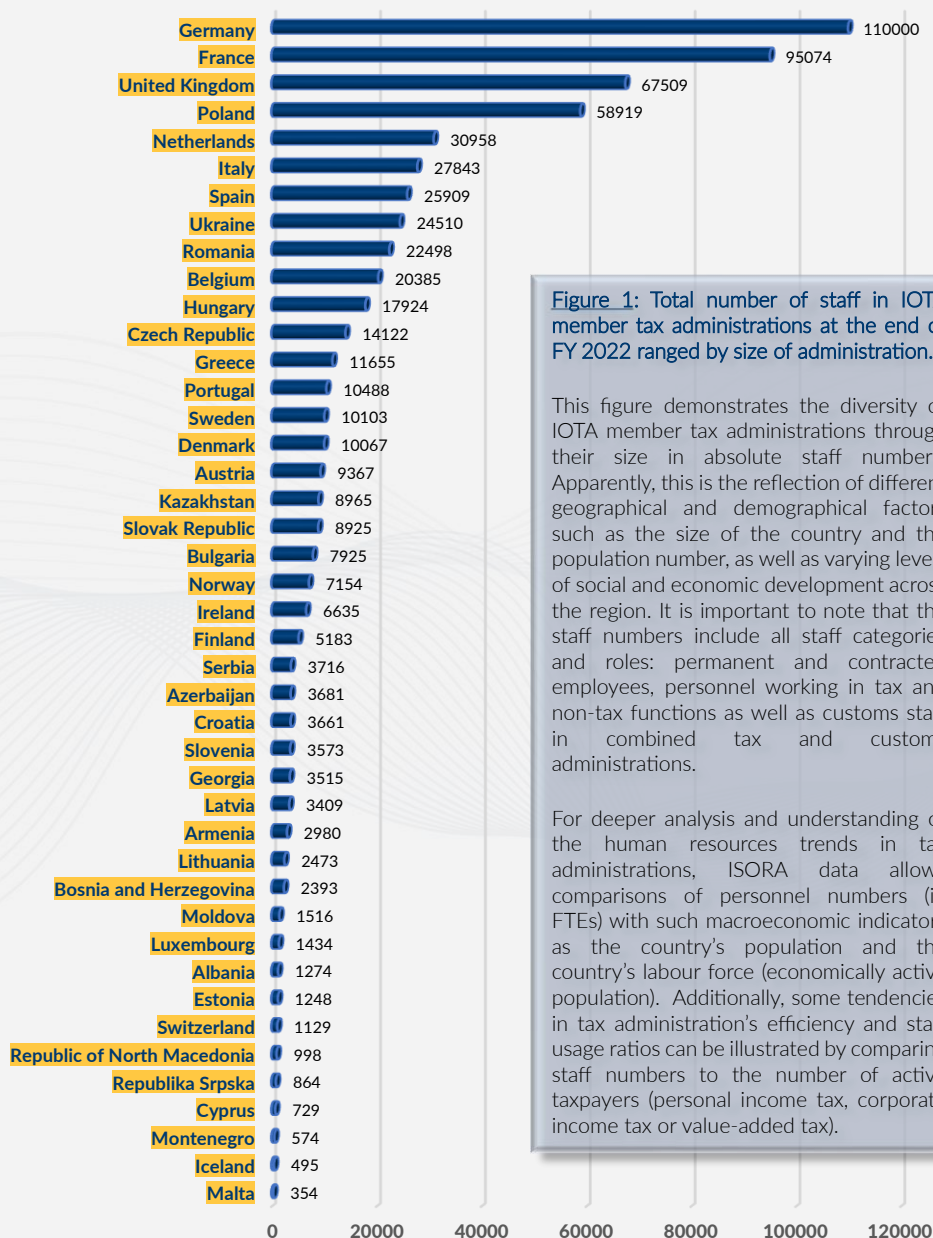
Table 1.
Number of staff at end of fiscal year

Jurisdiction	2018	2019	2020	2021	2022
Albania	1,402	1,396	1,388	1,315	1,274
Armenia, Republic of	3,179	2,952	2,964	2,938	2,980
Austria	9,408	9,219	9,032	9,280	9,367
Azerbaijan, Republic of	3,496	3,496	2,633	2,776	3,681
Belgium	20,712	20,725	20,428	20,714	20,385
Bosnia and Herzegovina	2,398	2,417	2,430	2,413	2,393
Bulgaria	7,886	7,886	7,927	7,927	7,925
Croatia	3,934	3,877	3,761	3,645	3,661
Cyprus	748	757	743	732	729
Czech Republic	15,571	15,267	15,031	14,749	14,122
Denmark	8,417	9,007	9,253	9,779	10,067
Estonia	1,436	1,384	1,384	1,261	1,248
Finland	5,133	5,127	5,117	5,211	5,183
France	104,112	101,555	99,275	96,952	95,074
Georgia	3,496	3,719	3,745	3,591	3,515
Germany	108,352	108,292	108,348	109,219	110,000
Greece	11,942	12,346	12,283	12,234	11,655
Hungary	19,313	18,738	18,508	18,221	17,924
Iceland	227	276	455	478	495
Ireland	6,110	6,619	6,678	6,530	6,635
Italy	36,834	34,385	31,315	29,596	27,843
Kazakhstan	12,664	11,367	12,391	13,055	8,965
Latvia	3,636	3,612	3,595	3,476	3,409
Lithuania	2,813	2,667	2,630	2,530	2,473
Luxembourg	1,254	1,276	1,346	1,394	1,434
Malta	368	368	363	366	354
Moldova	1,744	1,716	1,695	1,677	1,516
Montenegro	583	581	588	601	574
Netherlands	32,967	34,731	35,406	29,313	30,958
Norway	6,509	6,399	7,475	7,338	7,154
Poland	54,778	55,490	60,688	59,844	58,919
Portugal	11,015	11,243	11,021	10,782	10,488
Republic of North Macedonia	1,187	1,105	1,079	1,135	998
Republika Srpska	863	848	843	849	864
Romania	23,736	23,078	22,784	22,498	D
Serbia, Republic of	4,628	4,373	4,138	3,944	3,716
Slovak Republic	9,058	8,925	8,903	8,755	8,925
Slovenia	3,630	3,621	3,622	3,589	3,573
Spain	24,939	25,400	25,725	25,677	25,909
Sweden	10,746	10,143	10,164	10,165	10,103
Switzerland	1,153	1,178	1,196	1,159	1,129
Ukraine	D	23,169	23,573	24,793	24,510
United Kingdom	64,785	63,951	63,840	62,941	67,509

*D means that data is not available. Source ISORA data: https://data.rafit.org/regular.aspx?key=74180906

International Survey on Revenue Administration (ISORA)
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Figure 1.
Total number of staff at the end of 2022

Country	Staff
Germany	110000
France	95074
United Kingdom	67509
Poland	58919
Netherlands	30958
Italy	27843
Spain	25909
Ukraine	24510
Romania	22498
Belgium	20385
Hungary	17924
Czech Republic	14122
Greece	11655
Portugal	10488
Sweden	10103
Denmark	10067
Austria	9367
Kazakhstan	8965
Slovak Republic	8925
Bulgaria	7925
Norway	7154
Ireland	6635
Finland	5183
Serbia	3716
Azerbaijan	3681
Croatia	3661
Slovenia	3573
Georgia	3515
Latvia	3409
Armenia	2980
Lithuania	2473
Bosnia and Herzegovina	2393
Moldova	1516
Luxembourg	1434
Albania	1274
Estonia	1248
Switzerland	1129
Republic of North Macedonia	998
Republika Srpska	864
Cyprus	729
Montenegro	574
Iceland	495
Malta	354

5

Figure 1: Total number of staff in IOTA member tax administrations at the end of FY 2022 ranged by size of administration.

This figure demonstrates the diversity of IOTA member tax administrations through their size in absolute staff numbers. Apparently, this is the reflection of different geographical and demographical factors such as the size of the country and the population number, as well as varying levels of social and economic development across the region. It is important to note that the staff numbers include all staff categories and roles: permanent and contracted employees, personnel working in tax and non-tax functions as well as customs staff in combined tax and customs administrations.

For deeper analysis and understanding of the human resources trends in tax administrations, ISORA data allows comparisons of personnel numbers (in FTEs) with such macroeconomic indicators as the country's population and the country's labour force (economically active population). Additionally, some tendencies in tax administration's efficiency and staff usage ratios can be illustrated by comparing staff numbers to the number of active taxpayers (personal income tax, corporate income tax or value-added tax).
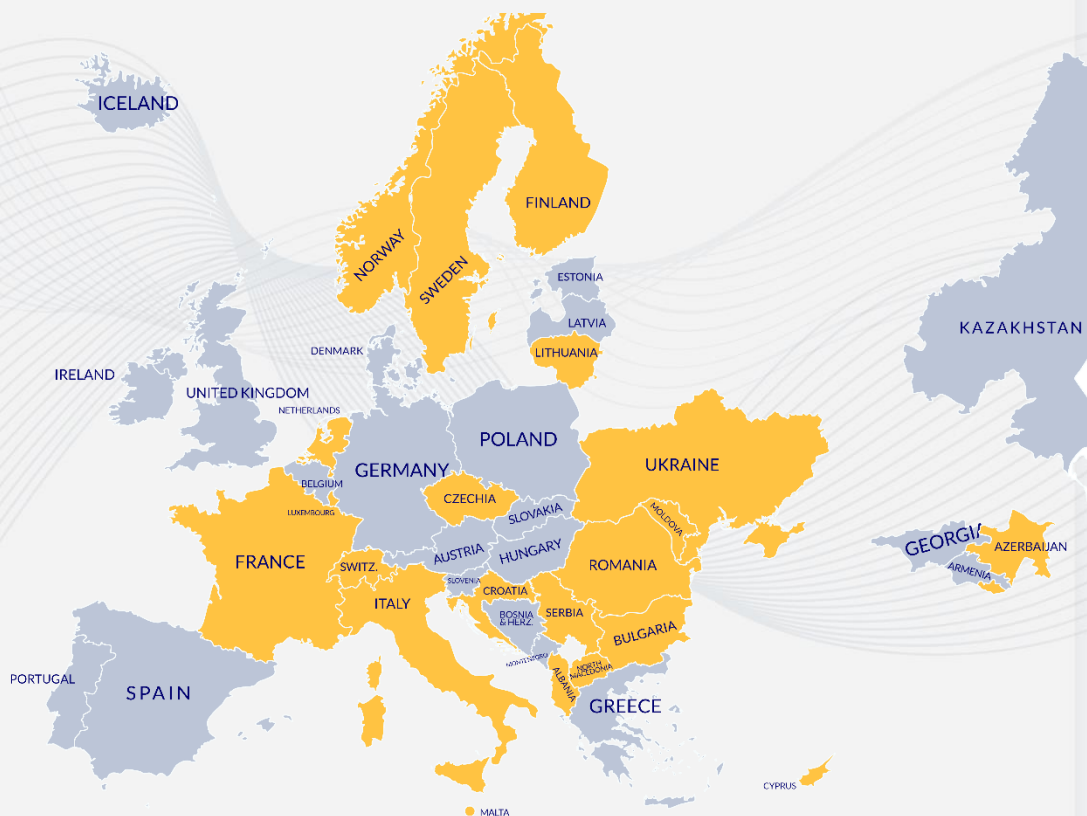
Institutional arrangements

Almost half (49%) of IOTA member tax administrations are joint tax and customs administrations. To provide a more accurate estimation of the workforce involved in tax administration activities, ISORA also collects data on the available full-time equivalents (FTEs). An FTE of 1.0 means resources equal to one staff member available full-time for the entire year.

Scan the QR code for more information on the country-level FTE resources.

SCAN ME

🟨 **Tax administrations only**

⬜ **Joint Tax and Customs Administrations**

Source ISORA data: https://data.rafit.org/regular.aspx?key=74180893

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III.   Staff allocation by function

provides an average estimated proportion of staff usage (in full-time equivalents) across different categories of tax administration functions as of the end of FY 2022. Some variations can be observed on the country level in terms of the distribution of personnel across different operational fields, which are defined by the organisational models, compliance approaches, digitalisation levels and other factors. However, on average, the largest numbers of employees are used in "Audit, investigation and other verification" category (32%) and "Registration, taxpayer service, returns and payments processing" (28%).

Figure 2.
Staff allocation by function in IOTA member tax administrations, 2022, %

- Registration, taxpayer service, returns and payment processing
- Audit, investigation and other verification
- Enforced debt collections and related functions
- Dispute management
- Human resource management
- ICT support
- All other functions
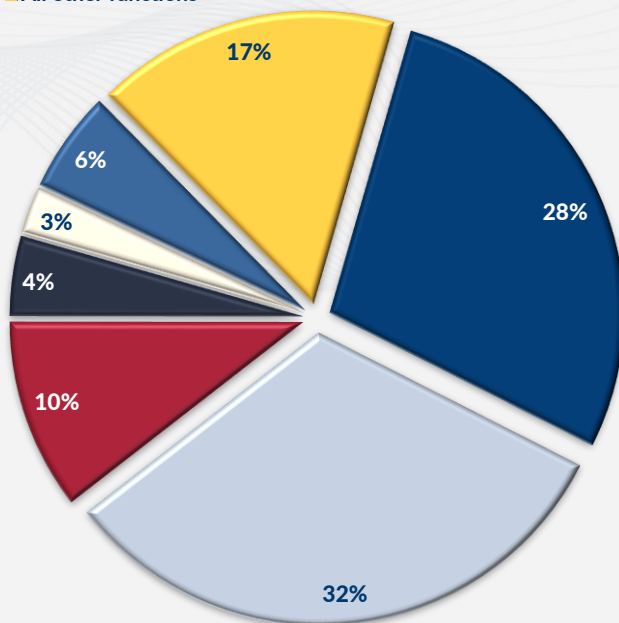
Source ISORA country-level data for 2018-2022: https://data.rafit.org/regular.aspx?key=74180905

IV. Staff dynamics

<u>Figure 3.</u> represents the combination of IOTA average ratios of the two important elements of measuring the staff dynamics, the hiring rate and the attrition rate, within 2018-2022. The hiring rate is focused on the number of staff entering the organisation during the year and is calculated using the formula: Recruitments in FY / (No. of staff at start of FY + No. of staff at end of FY) / 2) * 100. The attrition rate measures the loss of staff during the year using the formula: Departures in FY / (No. of staff at start of FY + No. of staff at end of FY) / 2) * 100. There are significant variations in the value of these rates at the country level, but the general trend is that in 2018 and 2019 FY the average hiring rate was higher than the attrition rate, while after the pandemic, in 2021-2022 FY, this correlation has changed to the opposite, meaning that for various reasons the number of staff leaving tax administrations is growing.

Figure 3.
Staff Dynamics in IOTA tax administrations

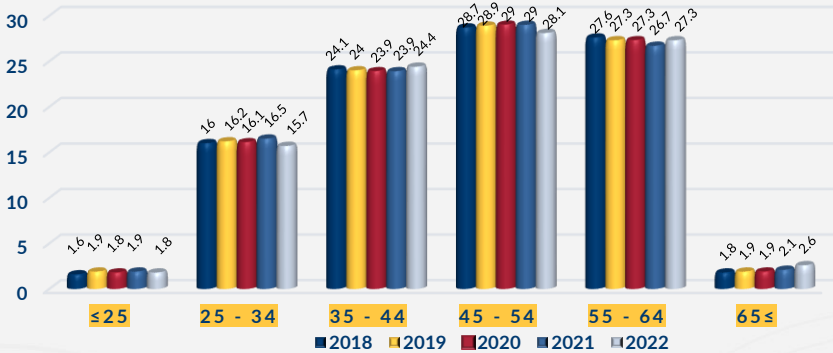Source country-level data: https://data.rafit.org/regular.aspx?key=74180899
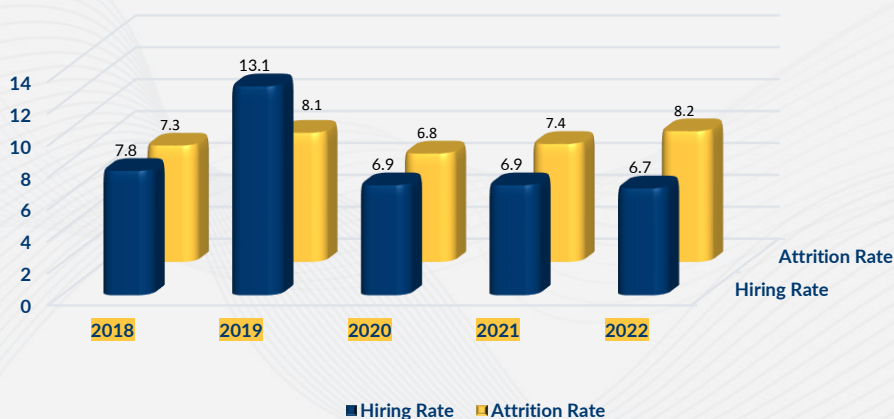
V. Staff age distribution

<u>Figures 4. and 5.</u> represent the average picture of the age profiles of IOTA tax administration's employees, both providing a clear indication that there is an insufficient share of young workforce categories, and this tendency is gradually deepening. The two largest age categories are workers aged between 45 and 54 and between 55 and 64, accounting for almost 30% of the total workforce each. Moreover, it is interesting to see on Figure 5 that there are significant differences between the workforce age situations in regional groups (Central and Eastern Europe, Western Europe, Southern Europe and Northern Europe). For example, the largest share of age categories older than 45 years belongs to the countries of Southern and Northern Europe, while the proportion of younger staff is much higher than IOTA average in the countries of Central, Eastern and Western Europe.
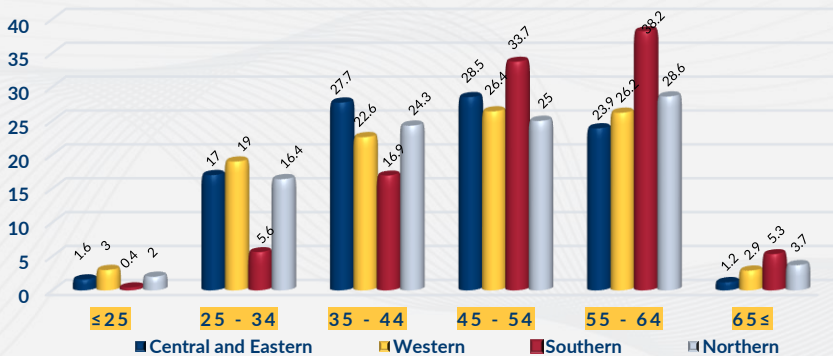
Figure 4.
Staff age distribution in IOTA tax administrations, average in 2018-2022, %

Bar chart with categories ≤25, 25-34, 35-44, 45-54, 55-64, 65≤ and series 2018, 2019, 2020, 2021, 2022.

Age	2018	2019	2020	2021	2022
≤25	1.6	1.9	1.8	1.9	1.8
25-34	16	16.2	16.1	16.5	15.7
35-44	24.1	24	23.9	23.9	24.4
45-54	28.7	28.9	29	29	28.1
55-64	27.6	27.3	27.3	26.7	27.3
65≤	1.8	1.9	1.9	2.1	2.6

Source country-level data: https://data.rafit.org/regular.aspx?key=74180899

Figure 5.
Staff age distribution by European regions in 2022 FY, %

Bar chart with categories ≤25, 25-34, 35-44, 45-54, 55-64, 65≤ and series Central and Eastern, Western, Southern, Northern.

Age	Central and Eastern	Western	Southern	Northern
≤25	1.6	3	0.4	2
25-34	17	19	5.6	16.4
35-44	27.7	22.6	16.9	24.3
45-54	28.5	26.4	33.7	25
55-64	23.9	26.2	38.2	28.6
65≤	1.2	2.9	5.3	3.7

Source country-level data: https://data.rafit.org/regular.aspx?key=74180899

By EuroVoc

Northern Europe
Denmark, Estonia, Finland, Iceland, Latvia, Lithuania, Norway, Sweden

Central and Eastern Europe
Albania, Armenia, Azerbaijan, Bosnia and Herzegovina, Bulgaria, Croatia, Czech Republic, Hungary, Georgia, Kazakhstan, Moldova, Montenegro, North Macedonia, Poland, Romania, Serbia, Republika Srpska, Slovakia, Slovenia, Ukraine

Western Europe
Austria, Belgium, France, Germany, Ireland, Luxemburg, Netherlands, Switzerland, UK

**Southern Europe**
Cyprus, Greece, Italy, Malta, Portugal, Spain
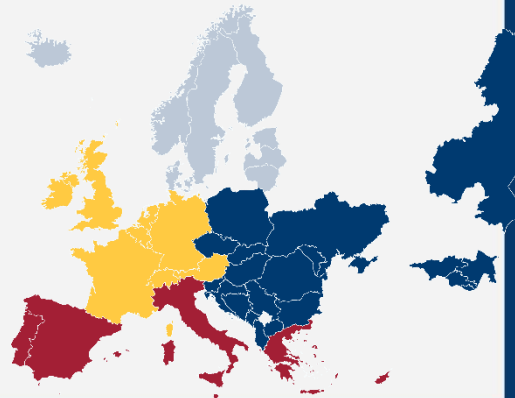
VI. Length of service

Another demographic indicator of the workforce, length of service, in **Figure 6** generally reflects the situation with age profiles, where we can observe that on average, almost 45% of all employees have more than 20 years of work experience and another 25% worked in tax administrations for 10-19 years. On the other hand, **Figure 7** shows a significant difference between European regions, where, for example, countries in Northern and Western Europe have a more balanced distribution of staff between the "length of service" categories.

Figure 6.
Length of service in IOTA tax administrations, average in 2018-2022, %

Source country-level data: https://data.rafit.org/regular.aspx?key=74180899
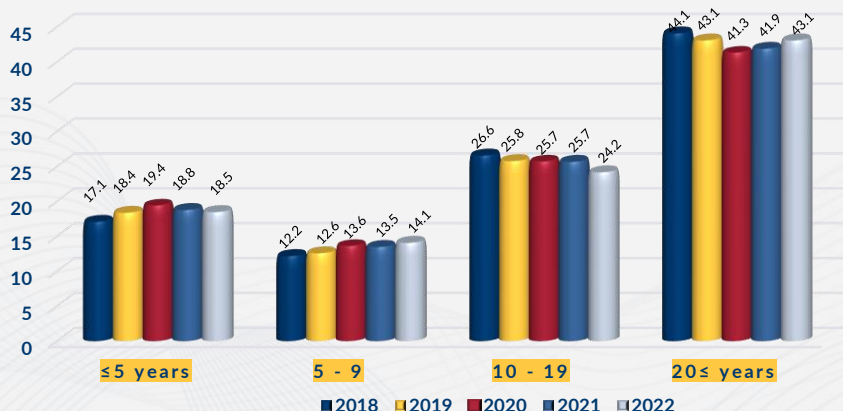
Figure 7.
Lenght of service by European regions in 2022 FY, %

Source country-level data: https://data.rafit.org/regular.aspx?key=74180899
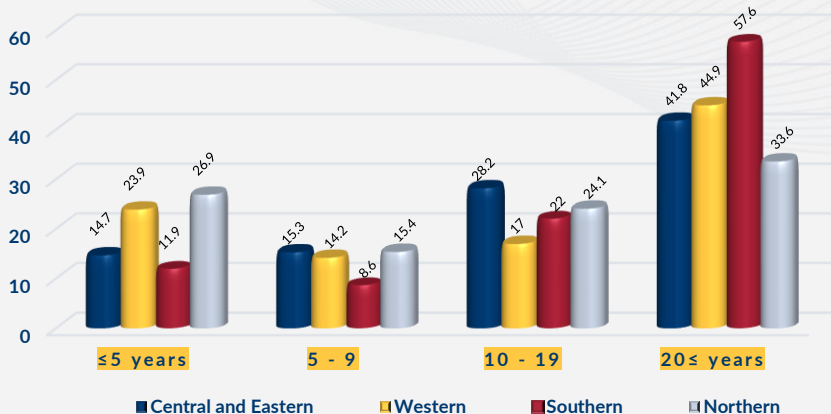
VII. Gender distribution

provide average percentages of gender distribution in IOTA tax administrations in relation to all staff, executive-level staff and newly recruited personnel in 2022. During 2018-2022, there was quite a stable proportion of female employees representing around 60% and male employees accounting for 40% of the total number of staff. The same proportion remains in the statistics for recruits in 2022 FY. However, the share of female employees at the executive level goes down to around 45% of the total managerial staff compared to 55% of male executives. Looking at the country-level data will obviously reveal large variations in the gender distribution of staff in different countries. Additionally, some IOTA members reported that they have started capturing information on the "other" gender of their employees.

Figure 8.
Gender distribution, all staff, IOTA average, %

	2018	2019	2020	2021	2022
Male	42	40.4	40.8	43.4	40.1
Female	58	59.6	59.2	56.6	59.9

Source country-level data: https://data.rafit.org/regular.aspx?key=74180899
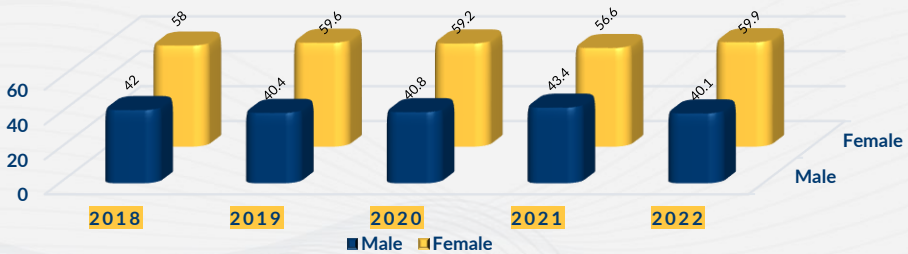
Figure 9.
Gender distribution, executives, IOTA average, %

	2018	2019	2020	2021	2022
Male	57.5	55.4	56.2	54.1	54.7
Female	42.5	44.6	43.8	45.9	45.3

Source country-level data: https://data.rafit.org/regular.aspx?key=74180899
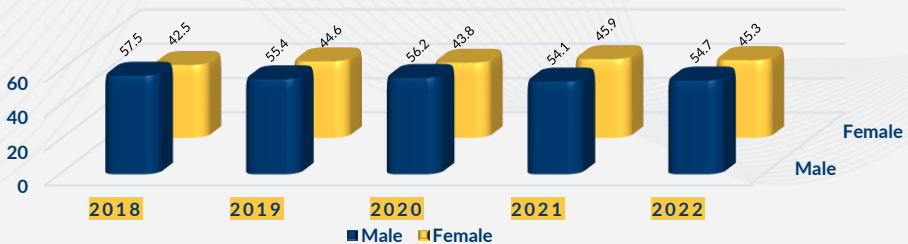
Figure 10.
Gender distribution of recruits in 2022, IOTA average, %

Male, 41.9
Female, 58.1

Source country-level data: https://data.rafit.org/regular.aspx?key=74180899
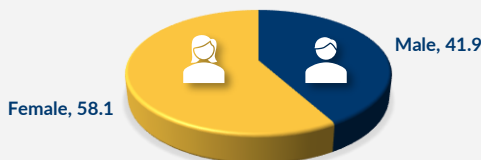
HUMAN RESOURCE MANAGEMENT PRACTICES

In the course of the periodic ISORA survey conducted in 2023 collecting data for the fiscal year 2022, tax administrations participating in ISORA were asked a set of questions regarding their human resource management practices and approaches to identify the most essential elements of the effective HRM and the extent of their implementation by different members.

VIII.   HR authority in IOTA tax administrations

Figure 11 shows that on average, IOTA members have a high level of authority in regard to their employees when it comes to key HR procedures such as the appointment of new staff, termination of employment, determining working requirements and necessary skills and qualifications for certain roles, promotion and applying disciplinary sanctions. At the same time, the lowest share of responding IOTA members (62.8%) reported that their HR authority allows them to place staff within a certain salary range. This is a direct implication of the reported characteristics of the pay scales in place, as demonstrated in Figure 12. In this way, more than half of IOTA members (53,5%) reported that their pay scales are tied directly to normal civil/public sector pay scales with no room for flexibility and another 30.2% have the same rules with some degree of flexibility.

Figure 11.
HR authority in tax administrations

IOTA member tax administrations have authority in regard to most staff to:
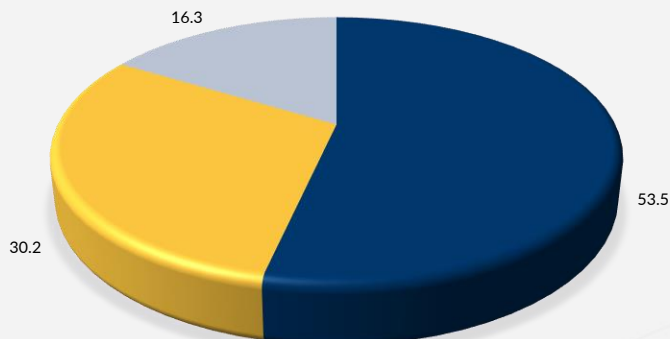
Determine work requirements	95%
Make appointments of new staff	86%
Decide on promotion of existing staff	88.4%
Decide skills and qualifications required for appointment or promotion	90.7%
Determine whether work is carried out by permanent staff or contractually	83.8%
Place staff within a salary range	62.8%
Terminate employment	88.4%
Apply disciplinary sanctions	93%

Source country-level data: https://data.rafit.org/regular.aspx?key=74180914

IX.   Remuneration and performance management

Performance management systems being obviously an essential element of an effective and mature HRM are in place in 91% of IOTA members. As illustrated in Figure 13, the vast majority of IOTA members reported that their staff performance is formally evaluated on a regular basis, at least annually (92%) and that they are based on the specific objectives for the staff (87%). Additionally, 77% of respondents indicated that their performance management systems include individual development plans and in 74% of IOTA members, performance is linked to pay and reward.

Figure 12.
Pay scales in IOTA tax administrations, %

16.3

53.5

30.2

■ Pay scales are tied directly to normal civil\public sector pay scales

■ Pay scales are tied broadly to normal civil\public sector pay scales with some degree of flexibility

■ Pay scales at the administrations are not tied to civil\public sector pay scales

Source country-level data: https://data.rafit.org/regular.aspx?key=74180914

Figure 13.
Availability of elements of performance management systems, IOTA average, %

Includes individual development plans — 77

Includes spesific objectives for the staff — 87

Staff performance is formally evaluated at least on an annual basis — 92

Performance is linked ot pay and reward — 74

Source country-level data: https://data.rafit.org/regular.aspx?key=74180914

X. Staff surveys in IOTA tax administrations

Periodic staff surveys on attitudes, perceptions and workplace satisfaction are conducted in 72% of IOTA members, while only 37% of members conduct periodic surveys on diversity and inclusion issues. As shown in Figure 14, 97% of periodic surveys include staff engagement assessments and imply that the results are shared with the staff. Furthermore, 87% of IOTA members reported that the staff is engaged in developing and implementing action plans in response to such assessments.

Figure 14.
Periodic staff surveys on attitudes, perceptions and workplace satisfaction, IOTA average, %

Source country-level data: https://data.rafit.org/regular.aspx?key=74180914
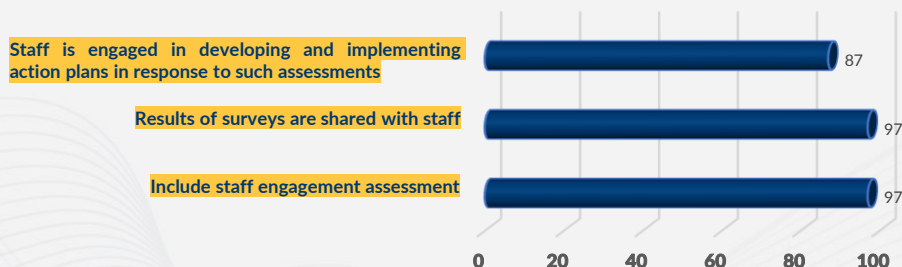
XI. Human Resources Management approach characteristics

Figure 15 explores different elements of HRM approaches in IOTA member tax administrations, going deeper into the details of each element. The overwhelming majority of respondents confirmed that their HRM practices include an HR strategy and a multiyear workforce plan, training strategy, formal programs to support new staff, policies for flexible working and time reporting systems, staffing plans and formal diversity policies.

As regards leadership development and succession planning, formal leadership and talent management programs are in place in 56% of IOTA tax administrations, while personalised knowledge transfer and documentation of knowledge transfer materials were confirmed by 49% and 56% respectively.

Figure 15.
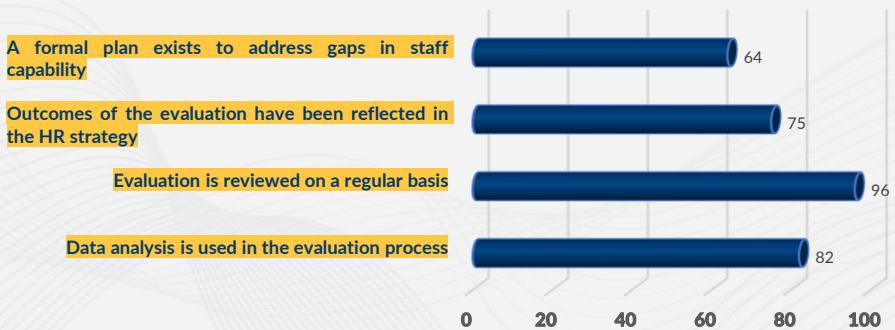## Human Resources Management approach characteristics

Staffing plan ✔ **81%**
Recruitment plan in place **86%**

Time reporting system
✔ **77%**

Formal diversity policy, ensuring equal opportunities regardless of age, gender, ethnicity, religion, disability, sexual orientation
✔ **77%**

Includes an HR strategy/ multiyear workforce plan ✓ **81%**

- Strategy/multiyear workplan is competency-based ✓ **74%**
- Job competency dictionary is in place ✓ **60%**
- Job catalogue is in place ✓ **74%**
- Job descriptions are in place ✓ **89%**

Policies for flexible working arrangements ✓ **79%**

- Staff can work flexible hours ✓ **94%**
- Staff can work from home or elsewhere on an occasional basis ✓ **85%**
- Staff can work from home or elsewhere on a regular basis ✓ **82%**
- Executives can work part-time ✓ **53%**

Training strategy ✓ **86%**

- Includes formal training cycle ✓ **89%**
- Includes a specific training plan ✓ **95%**

Formal program(s) to support new staff ✓ **79%**

- Includes formal induction program for new staff ✓ **97%**
- Includes formal mentoring program for new staff ✓ **65%**

Leadership development and succession planning

- Specific leadership and talent management programs in place ✓ **56%**
- Knowledge transfer is personalized (i.e. one-to-one knowledge transfer) ✓ **49%**
- Knowledge transfer is documented (converted into materials that can be consumed by many) ✓ **56%**

XII. Assessing current and future capability needs

Current and future capability needs are assessed in 65% of member administrations. As shown in **Figure 16**, the vast majority of members reported that they use data analysis in the evaluation process and that the results are reviewed on a regular basis. Furthermore, 75% of respondents confirmed that the outcomes of the evaluation have been reflected in the HR strategy and 64% of tax administrations produce a formal plan to address identified staff capability gaps.

As per **Figure 17**, IOTA member tax administrations are widely using data science and user interface design specialists as in-house or contracted specialists or both, while less than half of respondents (37%) are also employing behavioural science specialists.

Figure 16.
Assessment of current and future capability needs in tax administrations, IOTA average, %

- A formal plan exists to address gaps in staff capability — 64
- Outcomes of the evaluation have been reflected in the HR strategy — 75
- Evaluation is reviewed on a regular basis — 96
- Data analysis is used in the evaluation process — 82

Source country-level data: https://data.rafit.org/regular.aspx?key=74180914

IOTA member tax administrations are using the following specialist skills as in-house or contracted specialists or both:

Figure 17.
Specialist skills utilisation in tax administrations as in-house or contracted specialists, %

- Data science specialists — 63
- User interface design specialists — 56
- Behavioural science specialists — 37

Source country-level data: https://data.rafit.org/regular.aspx?key=74180914
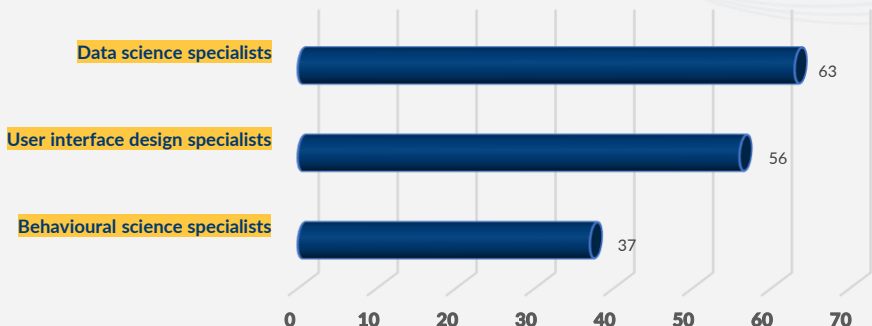
XIII. Reference links to ISORA data portal

To find more tax data for 165 participating tax administrations, visit the data portal: https://data.rafit.org/ or scan the QR codes.

There are three ways to access the data on the portal:

Country Tables
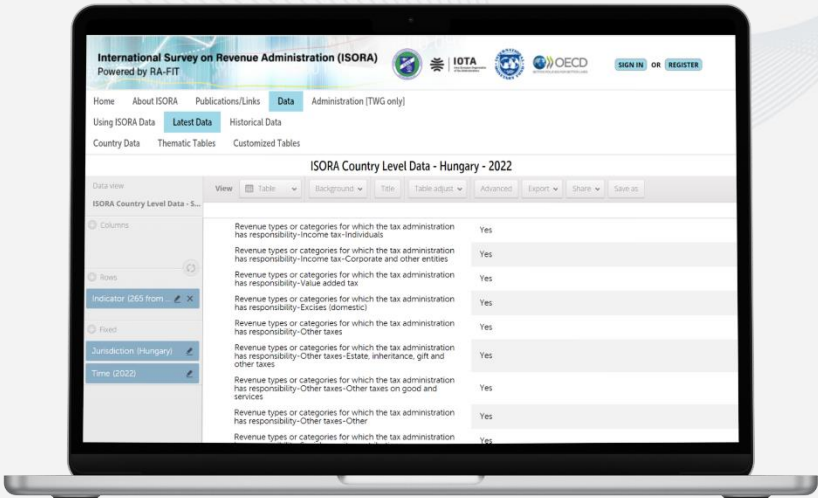
Thematic Tables

Customised Tables

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